



## DEPARTMENT OF CORRECTIONS POLICIES AND PROCEDURES

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Section 2: Academic and Vocational Education	Revision Date:
Signature: /s/ by Director Day 3/17/97	Effective Date: Aug. 1, 1997

### I. POLICY:

The intent of this policy is to communicate the purpose, mission, philosophy, scope, and relationship of the Montana Correctional Enterprises (MCE) Division within the Montana Department of Corrections.

### II. AUTHORITY:

53-1-203, MCA. Powers and Duties of Department of Corrections.

53-1-301, MCA. Institutional Industries.

53-1-304, MCA. Supervision of Industries Program.

53-30-131, MCA. Prison Industries Training Program-Purpose and Scope.

### III. DEFINITIONS:

**Division** means Montana State Prison, Montana Women's Prison, Pine Hills Youth Correctional Facility, Professional Services, Administrative Services, Community Corrections, and Montana Correctional Enterprises (MCE).

**Industry Programs** refers to programs established to provide jobs and/or training for offenders during incarceration under the Department of Corrections.

**Management Team** refers to the managers who administer the MCE Division, to include the Ranch, Industries, Vocational Education/Training, and Accounting and Support programs. The members of the MCE management team are, in turn, supervised by the Department Director.

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**Montana Correctional Enterprises Division** (MCE) means the various operations under the Ranch, Industries, and Vocational Education/Training programs. These MCE programs may function at any of the Department-operated or contracted facilities and programs. A complete listing of all programs and locations is maintained by the MCE Management Team.

**Team Leader** means a member of the MCE management team designated to represent the interests of MCE at Department management team meetings and in other business affairs. The team leader designation is a rotating responsibility which changes on a scheduled basis.

## **V. PROCEDURES:**

### **A. Mission Statement of the Division**

The Montana Correctional Enterprises (MCE) mission is to provide employment and training opportunities to eligible institutional offenders consistent with the mission of the Department of Corrections to hold offenders accountable through work and skill development while doing our part to maintain public safety and trust.

### **B. To accomplish its mission, the Montana Correctional Enterprises Division is organized into four programs:**

1. Ranch
2. Industries
3. Vocational Training/Education
4. Accounting and Support Services

The programs are primarily responsible for work skills development through the use of formal vocational education and structured on-the-job training in a realistic work environment. The management team members are responsible for the management and

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supervision of these programs. The purpose, mission, and management philosophy of the Department will guide the activities of the Division's management team. All members of the MCE management team will enter into work performance agreements with the Director which are established to ensure that the Mission and goals of the Division are achieved.

### **C. Overall Division Goals**

The MCE Division has four main goals to govern program operations and direction in support of its mission and the mission of the Department:

1. **Offender goals.** To assist offenders through the provision of industry programs, work, and training opportunities, the following goals are envisioned:
  - a. To provide opportunities for as many offenders as are qualified and for which positions are available
  - b. To provide work experiences similar to those available in private industry
  - c. To provide work experiences and training to assist offenders in their transition to the community
  - d. To improve offender opportunities for success in the community by providing them with the ability to gain training and marketable skills.
  
2. **Facility goals.** To contribute to the effectiveness of each correctional facility by helping manage the incarcerated population through the following efforts:
  - a. Reduce offender idleness by providing a structured work environment
  - b. Help maintain general order and security
  - c. Reduce facility operating costs
  - d. Provide offenders with compensation to enable them to meet their individual needs and other costs as required by Department policy and/or statute.

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3. **Society goal.** To provide a means to repay society for some of the costs incurred as a result of the offender's criminal activity, the following goals are established:
  - a. Industry programs provide goods and services for other governmental units at a reduced cost
  - b. Programs are required to be self-sufficient or result in only minimal costs to taxpayers
  - c. Profits should be utilized to expand programs and opportunities.
  
4. **Product goal.** To provide quality products and services, the following goals are envisioned:
  - a. Quality products and services should be a source of pride to offender workers
  - b. Products and services must be competitively produced and priced to provide a savings to all customers and a profit to the program to help maintain self-sufficiency
  - c. The manufacture and delivery of products and services must be in keeping with industry standards and individual contracts
  - d. Employment opportunities should be afforded to the maximum number of offenders possible while maintaining effective work and production standards.

#### **D. Division Objectives**

1. The MCE Division will formulate measurable objectives, based on an established mission and goals, which are clear, concise, and which identify specific dates for implementation and completion.
  
2. The Division will provide an annual report to the Director which outlines the objectives that have been accomplished to include, at a minimum, financial status, future plans, and

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offender employment numbers. The Director will establish the date on which this annual report will be submitted.

#### **E. MCE Program Philosophy**

The focus of MCE's programs is to provide offenders with real work experiences and training that will help to prepare them for the outside world. In meeting the goals outlined above, the philosophy of MCE programs is to show that offenders can be productive and develop a sense of pride in themselves while they pay their debt to society. Personal responsibility and accountability, structured work/training, real-world productivity standards, realistic work conditions, and a full work day are all elements of this philosophy. The overall focus is on providing the maximum number of meaningful jobs and training assignments for offenders, and production of products and services at cost savings to the consumer. The operation of MCE programs within the Department is predicated upon the philosophy that security is the primary focus to maintain public safety and trust.

#### **F. Benefits of MCE Programs**

MCE programs provide many benefits to the general public and the Department. Some of the most visible benefits are as follows:

1. Provides for constructive work programs for offenders at minimal cost to the public. These self-supporting programs pay operational costs and thus serve to reduce facility costs due to fewer correctional officers required. In addition, other programs needed to occupy offenders' time would have a general fund cost to the State if industry programs were not present.

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2. Reduces offender idleness and boredom through employment of the maximum number of offenders that operations and facilities will allow in meaningful work and training opportunities.
3. Provides products and services to State agencies at reduced costs resulting in cost savings to the general fund.
4. Provides offenders with training in developing work skills and work habits, as a means of improving employment opportunities after release.
5. Interest earnings on proprietary fund (revolving fund) monies revert to the State general fund for general State agency use.
6. Provides assistance to the Department for specific approved projects which typically cannot be funded through the general fund.
7. Is an effective tool for administrators in managing the day-to-day activities of the facility.
8. Serves as a model for program development and audit compliance.
9. Generates income for local and State economies due to wages paid and materials purchased from vendors in the private sector.
10. Demonstrates that offenders can accomplish many goals and objectives and that they can contribute to society once they have served their sentence.

**G. Working Relationships with Other Divisions**

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1. MCE is a separate division within the Department, and as such enjoys the same powers, duties, and responsibilities as all other divisions.
2. MCE operates under a spirit of cooperation in all endeavors with the Department and each of its divisions. Efforts directed toward mutual cooperation, understanding, and support of all of the Department's operations serve as a means by which all entities will benefit from the supervision, services, and products that this division provides.
3. Due to the unique needs of MCE programs relative to offender work, training, supervision, property, and safety and security, the Division requires consideration from time to time for variances from standard facility operating procedures. The Division will minimize such requests for variances, and will consult with facility and Division staff in every applicable instance to ensure that MCE programs do not jeopardize the mission, safety, and security of Department operations.
4. MCE recognizes the importance of following the chain of command and will consult with the Director, as well as other division administrators, on all issues of importance to the effective operation of MCE, the Department, and each of its divisions.
5. MCE will make every effort to maintain open lines of communication with every division within the Department. Divisions that have concerns about work being performed by MCE, or who have issues that require the attention of any of the entities within MCE, are encouraged to contact the manager of the respective program so that all issues are addressed in a timely and satisfactory manner.
6. All MCE programs will address security and facility operational issues in advance of making changes in schedules, programs, special projects, and in other areas that impact the security and operation of facility programs.

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7. The MCE management team will hold staff accountable for following established policies and standard operating procedures at the program level and within correctional facilities.
8. The MCE management team and staff will be involved with the classification, employment and housing assignments of offenders assigned to industries and vocational programs. This involvement will ensure that the needs of the correctional environment will be met and, at the same time, the needs and concerns of MCE programs can be addressed satisfactorily.
9. MCE operates under a model of accountability and responsibility. Problem resolution is of prime concern and will be addressed through the proper chain of command.

#### **H. MCE Operating Limitations**

MCE programs operate within the custody level of the offender. Attempting to operate industries, a ranch, vocational programs, and the accompanying business/accounting practices within the framework established for other State agencies, and within a secure correctional environment, poses unique and oftentimes difficult challenges. The major constraints that must be considered by MCE and the Department include:

##### **1. Offender Limitations**

- a. Offenders in a correctional facility often represent an unstable, undereducated and unmotivated work force with a high turnover rate.
- b. Attempting to operate work and vocational programs with offenders involves the need for significant levels of offender training in order to provide quality goods and services.



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## 2. **The Correctional Environment**

- a. The normal course of activity that is required to safely operate a correctional facility presents unique circumstances when attempting to operate a business in the same physical environment.
- b. Classification, educational programs within the facility, offender programming, callouts, sick call, counts, visits, meals, disciplinary actions, the need for facility offender workers, tool/key control, and other facility requirements present issues that must be addressed on an ongoing basis. These necessary operational aspects of a correctional facility often present difficult issues to address when trying to operate industries, ranch and vocational programs within and outside of the secure perimeter of the facility.
- c. The MCE programs strive to operate within the parameters of the correctional environment, preserve the safe and secure integrity of correctional facilities, function as a cooperative and understanding component of the system and participate in mutual efforts to anticipate and resolve problems.

## 3. **Operating within State of Montana Guidelines**

- a. State agencies do not typically operate as self-supporting businesses and many guidelines and statutes do not lend well to the operation of such enterprises.
- b. Restrictions on purchasing, construction, and personnel issues represent some of the areas where State government establishes policies, procedures, and statutes that must constantly be considered in order to operate a business in a cost-effective and efficient manner.
- c. MCE will work within State guidelines, statutes, and policy in all activities. However, as situations arise which present undue complications to the effective management and operation of MCE programs, these issues will be addressed through the Director and the Department Management Team in order to arrive at

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resolutions that will enable the MCE programs to operate in an effective and efficient manner.

### **I. Implementing New Industry Programs**

1. It is the responsibility of MCE to develop self-supporting employment and training opportunities for eligible facility offenders. All inquiries regarding development of new programs should be directed to the MCE Management Team or the appropriate manager.
2. Guidelines regarding offender employment levels, for all divisions of the Department, will be at the discretion of the Department Director. MCE will evaluate the feasibility for expanding current industry operations, development of new industry, private sector partnerships, and all other requests to develop prison-based businesses.
3. MCE will administer all industry work programs for the Department. The expertise for developing, maintaining, and administering prison industry business exists with the management team for MCE. Duplication of existing administration and services is both impractical and costly. MCE will centralize existing services through the management team and existing support services. Those services include administration, accounting, purchasing, producing and manufacturing expertise, marketing and sales, and expertise in correctional industries.
4. When designing new correctional facilities or expanding existing correctional facilities, planning committees must consult with, and include, MCE in the planning process.

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5. MCE recognizes that each facility/program has unique characteristics that may warrant an application to correctional industries. MCE will consider those characteristics; however, in order to try to ensure a profitable venture, all inquiries should be directed to MCE to assist in determining the feasibility and practicality of such requests prior to proceeding with any implementation plans.

## **J. Funding**

1. The MCE Ranch and Industries programs operate using self-supporting proprietary funds (revolving funds) as mandated by governing legislation. All costs associated with operations such as civilian and offender wages, supplies, utilities, maintenance and equipment costs are paid for out of revenue generated by the programs. Maintaining operations at a level to meet production requirements and cash flow is therefore crucial to the continuation of these programs and the employment of offenders within the parameters of facility and public safety and security.
2. The Vocational Training/Education program, as established by statute, is not mandated to be self-supporting due to its emphasis on vocational education, and as such has a mix of general fund support and proprietary funds. Basic instruction in vocational programs is provided to offenders in classroom and laboratory settings and is financed through a general fund appropriation. The ~~Operational~~ phase of these programs is typically funded using proprietary funds and every effort is made to establish costs for services rendered with little or no profit margin. Emphasis is placed on learning and gaining experience in a realistic work environment, and the product or service of education is utilized by other programs/operations within the Department, other state agencies, nonprofit or educational organizations.

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3. Monies earned by the MCE Division are to be deposited in established accounts for use by the Division to fund and maintain the ongoing operations of each of the individual entities.

## **V. CLOSING**

Questions concerning this policy shall be addressed to the Montana Correctional Enterprises Team Leader or your Facility or Division Administrator.